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FOR ACTION

# COUNTRY PROGRAMME RECOMMENDATION**

## El Salvador

## Addendum

SUMMARY

The present addendum to the country note submitted to the Executive Board at its first regular session in January 1996 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding the country programme of El Salvador which has an annual planning level of $1,000,000 or less. The Executive Director recommends that the Executive Board approve the amount of $5,000,000 from general resources, subject to the availability of funds, and $12,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1997 to 2001.

* E/ICEF/1996/18.

** The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1995. They will be contained in the "Summary of 1996 recommendations for general resources and supplementary funding programmes" (E/ICEF/1996/P/L.43/Add.2).

BASIC DATA
(1994 unless otherwise stated)

| | |
|---|---|
| Child population (millions, 0-15 years) | 2.47 |
| U5MR (per 1,000 live births) | 56 |
| IMR (per 1,000 live births) | 42 |
| Underweight (% moderate and severe) (1993) | 11 |
| Maternal mortality rate (per 100,000 live births) (1990) | 300 |
| Literacy (% male/female) (1995) | 74/70 |
| Primary school enrolment (% net, male/female) (1992) | 70/71 |
| Primary school children reaching grade 5 (%) (1993) | 58 |
| Access to safe water (%) | 69 |
| Access to health services (%) (1990) | 40 |
| GNP per capita | $1,480 |
| One-year-olds fully immunized against: | |
| tuberculosis: | 83 per cent |
| diphtheria/pertussis/tetanus: | 92 per cent |
| measles: | 81 per cent |
| poliomyelitis: | 92 per cent |
| Pregnant women immunized against: | |
| tetanus: | 79 per cent |

## THE SITUATION OF CHILDREN AND WOMEN

1. The 1992 Peace Accords included a National Reconstruction Plan (NRP), an Economic and Social Agreement and increased commitment to human rights and democracy as the basis for long-term development. Implementation of the national programme of action (NPA) has benefited from the increased external assistance provided to El Salvador over the past four years. In addition, government expenditures for education and health increased from 2.4 per cent of gross domestic product in 1991 to 3.5 per cent in 1995. Monitoring of the NPA has shown that these favourable conditions clearly contributed to the accomplishment of many of El Salvador's mid-decade goals. However, it must be understood that the NPA targets for under-five mortality, primary school enrolment and water and sanitation were low and below the country's capacity. The Government is currently reviewing the NPA to establish more accurate targets.

2. Significant disparities still persist between urban and rural areas, particularly in the 115 municipalities identified in the NRP as seriously affected by the conflict and where social indicators are lower than the national average and basic services coverage is limited. For instance, the infant mortality rate (IMR), under-five mortality rate (U5MR), primary school enrolment rate and access to safe water are considerably worse in rural areas. Among rural women, fertility and illiteracy rates are higher than the national averages. The well-being of women also is affected by the spread of HIV/AIDS; the Pan American Health Organization (PAHO) estimates that there are 30,000 cases in the country, one fourth of them women between 15 and 35 years of age.

3. Current trends indicate that the NPA goals for health, with the exception of the goal for the maternal mortality rate (MMR), are achievable. However, meeting the goals could be affected by weak government policies, the lack of a regulatory framework and institutional capacity, and inadequate distribution of financial resources. In addition, resources need to be targeted in favour of the poorest areas. Another factor that could affect social progress is the potential decline in foreign aid and family remittances.

4. The Committee on the Rights of the Child has indicated that further progress is required to implement the Convention on the Rights of the Child effectively in areas related to juvenile legal and judiciary systems. Some 2,000 children are institutionalized, most as a result of abandonment or poverty; 2,235 adolescents are being held pending prosecution for various felonies; 447 children are in rehabilitation centres; and 311,358 children aged 10-19 years are working, many of them younger than 15 years. Also, 5,000 young people have been left disabled by the war, in addition to another 2,000 children disabled from other causes.

## PROGRAMME COOPERATION, 1992-1996

5. The programme of cooperation for the period 1992-1996 focused on providing technical assistance and logistical support for the implementation of the mid-decade NPA goals and on advocating compliance with the Convention on the Rights of the Child. Capacity-building, through continued training, technical assistance and the dissemination of materials, covered 2,000 health promoters and traditional birth attendants. Equipment also was provided to 84 health centres to improve health services at the local level.

6. In the area of child rights, UNICEF cooperation was directed towards the creation of the Instituto Salvadoreño de Protección al Menor (ISPM) (Salvadorean Institute for Protection of Minors) and the Ombudsman's Office for Children's Rights (which eventually opened 12 municipal offices). UNICEF also advocated successfully for the adoption of the Family Code and the Law for Juvenile Delinquency, as well as the establishment of Tribunals for Minors and the Family.

7. The integrated basic services programme provided basic services to ex-combatants and displaced families living in 27 municipalities identified in the NRP in the districts of Cabañas, San Vicente and Usulután. In each municipality, a council for development was constituted to serve as an advisory team for the mayor. A Sistema de Información Local (SIL) (Local Information System) was created in each municipality to gather vital statistics and monitor socio-economic data. Eighteen of these municipalities prepared local development plans. The programme was able to foster coordination between the municipalities and smaller communities with various institutions in the areas of health, education and water and sanitation. Also involved in this effort were the Instituto Salvadoreño de Desarrollo Municipal (ISDEM)(Salvadorean Institute for Municipal Development) and the Confederation of Municipalities of El Salvador.

### Lessons learned

8. The large numbers of programmes and projects (8 and 35, respectively) and the lack of an effective coordination mechanism led, on occasion, to a dispersion of activities and isolated sectoral interventions. The proposed country programme focuses on a reduced number of well-defined and integrated interventions. The development of community organizations and the elaboration

of participatory plans of action in 18 municipalities required more time than planned. Also, delays in land transfers caused insecurity among the resettled population, resulting in limited delivery of services. Institutional changes and community development cannot be achieved in a short period of time and are affected by external factors. Consequently, it is still necessary to continue supporting these municipalities to consolidate progress achieved.

9. The communication strategies were designed mainly to support immunization campaigns and provide messages on acute respiratory infections (ARI) and oral rehydration therapy, and were restricted to programme target groups. However, the project on the prevention of accidents by land-mines, in addition to a public opinion poll and resulting "Agenda in Favour of Children and Women" prepared by UNICEF, included new issues and reached a larger audience and new partners. This increased the social visibility and prestige of UNICEF in El Salvador. This initiative was supported with funds from the Special Adjustment Facility for Latin America and the Caribbean. The new country programme will build on this, given the new role of UNICEF as a promoter of children's and women's rights.

RECOMMENDED PROGRAMME COOPERATION, 1997-2001

Estimated annual expenditure

(In thousands of United States dollars)

| | 1997 | 1998 | 1999 | 2000 | 2001 | Total |
|---|---|---|---|---|---|---|
| General resources | | | | | | |
| Social policy and planning | 375 | 365 | 355 | 350 | 340 | 1 785 |
| Communication and social mobilization | 50 | 50 | 50 | 50 | 50 | 250 |
| Integrated area-based programme | 370 | 370 | 370 | 370 | 370 | 1 850 |
| Programme support | 205 | 215 | 225 | 230 | 240 | 1 115 |
| Subtotal | 1 000 | 1 000 | 1 000 | 1 000 | 1 000 | 5 000 |
| Supplementary funds | | | | | | |
| Social policy and planning | 600 | 800 | 550 | 850 | 700 | 3 500 |
| Integrated area-based programme | 1 500 | 1 900 | 1 200 | 2 200 | 1 700 | 8 500 |
| Subtotal | 2 100 | 2 700 | 1 750 | 3 050 | 2 400 | 12 000 |
| Total | 3 100 | 3 700 | 2 750 | 4 050 | 3 400 | 17 000 |

Preparation process

10. Preparation of the proposed country programme of cooperation was coordinated by the Vice-Ministry of External Cooperation and was based on the findings of the mid-term review, the situation analysis and lessons learned during past cooperation period. The country note was reviewed in meetings with government counterparts, United Nations agencies and non-governmental organizations (NGOs). There were briefings for the resident missions of 11 donor countries. The master plan of operations was prepared with the participation of governmental and non-governmental counterparts.

Objectives and strategies

11. The Government's Economic and Social Development Plan for 1994-1999 includes among its objectives the goals of the NPA, in addition to the reduction of disparities, the consolidation of peace and democracy and respect for human rights. The proposed country programme will: (a) facilitate the implementation of the Convention on the Rights of the Child, the Convention on the Elimination of All Forms of Discrimination Against Women and the NPA; and (b) contribute to the expansion of basic services and the achievement of NPA goals in 39 municipalities, 27 of which were covered in the previous programme. All 39 municipalities are specified in the NRP and have indicators that are below national averages, as well as high numbers of ex-combatants and displaced people. There will be three programmes: social policy and planning; the integrated area-based programme; and communication and social mobilization.

12. Programme strategies include advocacy and social mobilization activities that seek to place the rights of children and women higher on the country's political, economic and social agendas. At the national level, capacity-building will be employed through technical assistance and training for national and municipal government and communities to develop and implement policies and programmes for women and children. Service delivery will be employed to expand coverage of basic services in 39 municipalities and 397 communities. Special attention will be given to the transfer of knowledge and skills to empower community organizations to plan and seek solutions to their own problems. The experiences gained in these municipalities will be used as advocacy tools for the development of policies at the national level and as a model of decentralized social policies. If supplementary funds are not available, technical assistance and training activities will be reduced and service delivery restricted at the municipal level. Advocacy, communication, social mobilization and empowerment interventions will remain as the core of the proposed cooperation.

Social policy and planning

13. This programme will support the development of institutions, social policies and information systems, as well as proposed legislation favouring the advancement of the rights of children and women and achievement of NPA goals. There will be three projects: (a) children and women's rights; (b) support to NPA-related national initiatives, within the context of social reform; and (c) monitoring and evaluation.

14. The children and women's rights project will continue to support technical assistance and training in order to complete harmonization of national legislation with the two Conventions. Priority will be given to the areas of juvenile protection and delinquency, legal and judiciary reform, child labour and women's equality under criminal and labour laws. Upon passage of this legislation, relevant training will be undertaken for personnel of legal professions, law enforcement officers, teachers, staff of ISPM and NGOs. There will be a related public education campaign to raise awareness of the importance of this legislation. Support will be provided to ISPM in the areas of management, basic equipment and educational materials for youth rehabilitation centres.

15. The project for support to NPA goals and related national initiatives will emphasize the goals for health, education and water and sanitation. Health interventions will aim to sustain and increase gains in immunization and micronutrients. UNICEF will provide technical assistance, training and

educational materials aimed at the development and implementation of a safe motherhood policy and national plan to reduce MMR. The Government and private sector have assumed total responsibility for the fortification of food with vitamin A, iodine and iron; UNICEF, within the context of the subregional micronutrient initiative, will provide technical assistance for a more effective monitoring and evaluation system as well as for public awareness campaigns. Priority will be given to the production of educational and promotional materials on breast-feeding, immunization, ORT, ARI, diarrhoeal diseases, child growth and nutrition, as well as training of institutional personnel.

16. As part of the education sector reform, financed by the World Bank, the Inter-American Development Bank and the United States Agency for International Development (USAID), the Government has launched a 10-year Education Plan to guarantee universal access to basic education. In addition, El Salvador has developed one of the most significant programmes in educational decentralization, which needs to be complemented with innovative classroom teaching methods. UNICEF will support the development of policies that have the following objectives: (a) improved coverage and quality of education for disabled children; (b) improved access, retention and quality of primary education, especially in multigrade schools; and (c) improved coverage and quality of non-formal programmes for early childhood education, complemented by enhanced parental knowledge, skills and attitudes. These policies will be developed in conjunction with the integrated area-based programme.

17. UNICEF will provide technical assistance to the National Water and Sewage Authority and the Ministry of Health for the development and implementation of a national water and sanitation plan. Policies for sanitation and cost-recovery also will be developed. Supplementary funds will be used to develop the policy proposals, based on experiences gained in the integrated area-based programme.

18. The monitoring and evaluation project will strengthen national capacity for monitoring both NPA goals and the situation of children and women, including trends in the reduction of poverty and disparities. A special monitoring system will be implemented to follow up compliance with the two Conventions. This information will be widely used for comunication and advocacy activities included in all three programmes. At the local level, technical assistance and training will be given to ISDEM to strengthen local information systems in the 39 priority municipalities. The information generated will be used for the development of municipal plans of action.

Communication and social mobilization

19. The programme will have two projects: communication to support advocacy; and social participation. The former will advocate the allocation of "peace dividends", in accordance with the 20/20 initiative, to ensure the financing of child rights institutions and attainment of NPA goals. Project activities will include systematization of new and existing information materials, exchanges of experiences and specific communication initiatives to disseminate studies and policy proposals. These will document local initiatives, experiences and lessons learned. A wide network of communication and development partners will be established. These initiatives will be directed at social, legal, financial, cultural and religious institutions. Different media will be used, according to the target audience. As part of the Joint United Nations Programme on HIV/AIDS, the programme will support the elaboration and implementation of a communication initiative on HIV/AIDS targeted to young people.

20. The social participation project will promote the participation of children, youth and women in specific projects and allow them to express their

opinions through regular polls. It also will work with the private sector to generate financial contributions to specific projects and promote participation in social services, for example, in food fortification.

Integrated area-based programme

21. This programme supports the Government decentralization policy and will focus on the reduction of disparities between urban and rural areas in the 39 priority municipalities. The population covered will be 546,000, of whom 82,000 are under five years of age; 135,500 are children in the primary school-age group; and 116,000 are women of child-bearing age. The prioritization of interventions in each municipality and the weight to be given to institutional development vis-à-vis service delivery will be based on lessons learned and the results of a sentinel site study. The water and environmental sanitation interventions will be organized in a specific project linked to the UNICEF subregional programme.

22. UNICEF assistance aims to: (a) strengthen municipal and community-level capacity for the delivery of an integrated service package for community development covering health, nutrition, education and water and environmental sanitation; (b) support ARI prevention and health care for newborns as part of the strategy of reducing IMR to 40 per 1,000 live births and U5MR to 60 per 1,000 live births; (c) support the reduction of diarrhoeal disease prevalence and malnutrition by increasing access to safe drinking water to 52,000 people and to sanitation to 78,000 people, and by providing hygiene education to 485,000 people; (d) support the safe motherhood initiative as part of the strategy to reduce MMR to 95 per 100,000 live births; and (e) reduce school drop-out, repetition and completion rates.

23. Technical assistance and training will be provided to municipal technical teams in the 39 priority municipalities for the assessment and monitoring of the situation of children and women, using SIL, followed by the development, implementation and monitoring of participatory municipal plans of action. Supplementary funds will be used to provide service delivery for the implementation of these plans in areas related to health, nutrition, education and water and environmental sanitation. These plans of action will be important tools for local governments to establish effective coordination with partners working at the local level, as well as for channelling funds from the Social Investment Fund for the development of local infrastructures.

24. UNICEF will support capacity-building through teacher training and the development of personalized modular learning materials for both disabled children and multigrade schools. Educational materials will incorporate learning and life skills such as environmental issues, gender equity and child rights. Clusters of multigrade schools will be organized to ensure effectiveness so as to influence the national mainstream. Measurement of children's learning achievements will be promoted. Day-care centres will be supported through the training of parents and teachers and the development of didactic and communicational materials.

25. Health and nutrition services to schoolchildren will be incorporated into the "Healthy School" (Escuela Saludable) government programme. UNICEF will provide low-cost health services in all preschool and primary schools. This will include primary care, screening and treatment of parasites, growth and development monitoring and promotion, and the detection of learning disabilities. The installation of sanitation facilities in these schools also will be supported. Alliances with the private sector will be sought in order to provide hygiene kits to schoolchildren and to promote behavioural change.

Programme sustainablity will be supported by the organization and training of 397 community organizations, the contribution by beneficiaries to 40 per cent of the construction costs of the water and sanitation systems, and the establishment of revolving funds for their operation and maintenance.

Cooperation with other agencies

26. UNICEF will work with the United Nations Development Programme, the international financial institutions and the Economic Commission for Latin America and the Caribbean on the peace dividend and 20/20 concepts; with the Inter-American Institute for Children, the Canadian International Development Agency and Radda Barnen on child rights; with USAID, the United Nations Population Fund, PAHO, the United Nations Development Fund for Women and the Japanese International Cooperation Agency on safe motherhood and the reduction of maternal mortality; and with the European Union, the Cooperative for American Relief Everywhere Inc., the Peace Corps (United States) and the German Cooperation Agency on activities related to municipal decentralization.

Programme management

27. Implementation of the country programme will be coordinated by the Vice-Ministry of External Cooperation, with support from the ministries of the social sector in each programme. The plan of operations includes indicators to measure achievement of programme objectives and outputs. Annual participatory evaluation and planning exercises will analyse programme achievements and proposed adjustments. The mid-term review will be organized with the Government to be elected in 1999 to adjust programmes to overall governmental plans and priorities.

## TABLE

## LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : EL SALVADOR
PROGRAMME : 1997-2001

| PROGRAMME SECTION/AREAS AND FUNDING SOURCE | PROGRAMME BUDGET (In thousands of US dollars) | | | | POSTS a/ | | | | | | | | | | STAFF COSTS b/ (In thousands of US dollars) | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | GR | FSF | NSF | TOTAL | D2/L7 | D1/L6 | P/L5 | P/L4 | P/L3 | P/L2 | IP | NP | GS | TOTAL | IP | LOCAL | TOTAL |
| **GENERAL RESOURCES :** | | | | | | | | | | | | | | | | | |
| PROGRAMME SUPPORT | 1,115 | | | 1,115 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 5 | 7 | 0.0 | 918.9 | 918.9 |
| SOCIAL POLICY AND PLANNING | 1,785 | | | 1,785 | 0 | 0 | 0 | 1 | 0 | 0 | 1 | 1 | 0 | 2 | 674.9 | 269.1 | 944.0 |
| INTEGRATED AREA-BASED PROGRAMME | 1,850 | | | 1,850 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| COMMUNICATION/SOCIAL MOBILIZATION | 250 | | | 250 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| TOTAL GR | 5,000 | | | 5,000 | 0 | 0 | 0 | 1 | 0 | 0 | 1 | 3 | 5 | 9 | 674.9 | 1,188.0 | 1,862.9 |
| **SUPPLEMENTARY FUNDING :** | | | | | | | | | | | | | | | | | |
| PROGRAMME SUPPORT | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| SOCIAL POLICY AND PLANNING | | 0 | 3,500 | 3,500 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 2 | 0.0 | 142.9 | 142.9 |
| INTEGRATED AREA-BASED PROGRAMME | | 0 | 8,500 | 8,500 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 2 | 3 | 608.4 | 142.9 | 751.3 |
| COMMUNICATION/SOCIAL MOBILIZATION | | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0.0 | 0.0 | 0.0 |
| TOTAL SF | | 0 | 12,000 | 12,000 | 0 | 0 | 0 | 0 | 1 | 0 | 1 | 0 | 4 | 5 | 608.4 | 285.8 | 894.2 |
| TOTAL GR & SF | 5,000 | 0 | 12,000 | 17,000 | 0 | 0 | 0 | 1 | 1 | 0 | 2 | 3 | 9 | 14 | 1,283.3 | 1,473.8 | 2,757.1 |
| ADM. & PROGRAMME SUPPORT BUDGET | Operating costs | | | 1,152.8 | | | | | | | | | | | | | |
| | Staffing | | | | 0 | 0 | 0 | 1 | 0 | 0 | 1 | 1 | 2 | 4 | 740.3 | 688.4 | 1,428.7 |
| GRAND TOTAL (GR+SF+ADM) | | | | | 0 | 0 | 0 | 2 | 1 | 0 | 3 | 4 | 11 | 18 | 2,023.6 | 2,162.2 | 4,185.8 |
| Number of posts and staff costs: | | | | | | | | | | | | | | | | | |
| Current programme cycle | | | | | | | | | | | 3 | 6 | 12 | 21 | | | |
| At the end of proposed programme cycle (indicative only) | | | | | | | | | | | 3 | 4 | 11 | 18 | 2,023.6 | 2,162.2 | 4,185.8 |

GR = general resources.
SF = supplementary funding.
FSF = funded supplementary funding.
NSF = new supplementary funding.
IP = international Professional.
NP = national Professional.
GS = General Service.
ADM = administrative.

a/ Each post, regardless of its funding source, supports the country programme as a whole.
b/ Exclude temporary assistance and overtime; include costs of United Nations volunteers.

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